

## JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: General Management Plans

	2000 Enacted To Date	2001 Budget Request	Change From 2000 (+/-)
General Management Planning	7,900	8,400	+500
Special Resource Studies	1,325	2,575	+1,250
Environmental Impact Statement Planning	0	2,000	+2,000
<b>Total Requirements \$(000)</b>	<b>9,225</b>	<b>12,975</b>	<b>+3,750</b>

### AUTHORIZATION

16 U.S.C. 1, and 1a-5  
42 U.S.C. 4321  
Public Law 102-154

### OVERVIEW

Prepare and maintain up-to-date plans to guide National Park Service actions for the protection, use, development, and management of each park unit; prepare strategic plans to guide the future of the System; complete environmental impact statements for special projects, and conduct studies of alternatives for the protection of areas that may have potential for addition to the National Park System.

### APPLICABLE NATIONAL PARK SERVICE MISSION GOALS

- Ia Natural and cultural resources and associated values are protected, restored and maintained in good condition and managed within their broader ecosystem and cultural context.
- Ib The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.
- IIa Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.
- IIb Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.

#### Activity Description

The General Management Plans activity is divided into two distinct functions:

1. General Management and Strategic Planning.....\$8,400,000

The National Parks and Recreation Act of 1978 directs the NPS to prepare and revise in a timely manner "General Management Plans for the preservation and use of each unit of the National Park System." General Management Plans (GMPs) establish specific goals and objectives, a basic philosophy for management, and strategies for resolving major

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issues related to park purposes as defined by Congress. GMPs are required by law to include: (1) measures for preservation of the area's resources, (2) indications of the type and general intensity of development including visitor circulation and transportation patterns along with locations, timing, and anticipated costs, (3) identification of visitor carrying capacities, and (4) indications of potential modifications to the external boundaries of the unit.

General management plans provide the basic guidance for how the park will carry out responsibilities for protection of park resources unimpaired for future generations while providing for appropriate visitor use and enjoyment. The GMP also provides a framework for coordinating interpretive programs, maintenance, facility development, and resource management to promote efficient operations. Priorities for funding general management planning projects are determined by an evaluation of issues confronting the parks and statutory requirements for recently authorized additions to the National Park System. In FY 2001, a system based on the choosing by advantages methodology will continue to be used to determine priorities for GMP starts and maintain accountability for completion of projects within estimated budgets.

Plans are prepared by interdisciplinary teams including the park superintendent and staff, landscape architects, community planners, and specialists in natural and cultural resources, environmental design, concessions management, interpretation, public involvement and other fields as needed. Consistent with recommendations by the National Academy of Public Administration, approximately 60 percent of the Service's general management planning work is accomplished by the Denver Service Center, with the balance accomplished by staff in support offices and by contractors. The planning process includes extensive consultation with the public to clearly define park purpose and significance, goals and objectives, identify desired future conditions, and evaluate alternatives.

A final, approved planning document is only one obvious result of the planning process. Some other important results of general management planning include community understanding of park mission and goals, guidance on appropriate treatments for natural and cultural resources, coordination with State and local officials and other agencies, and cooperation with adjacent land managers and property owners. Plans also evaluate environmental consequences and socioeconomic impacts, estimate differences in costs, and identify phasing for implementation. Cooperation with park neighbors and mitigation of potential impacts on park resources are especially important results of management planning. In FY 2001, emphasis will continue to be placed on projects that produce realistic plans that consider fiscal constraints on the Federal Government, promote partnerships to help accomplish results, and support creative solutions to management challenges that do not necessarily depend on development of new facilities.

NPS guidelines indicate that GMPs should be designed for a ten to fifteen year timeframe. While plans for some units are viable for more than fifteen years, many others become obsolete in less than five years. Changes in resource conditions, public use patterns, external influences, and legislated boundaries often come more frequently than expected. Many plans approved in past years envision a level of new development and staffing that is not likely to be realized in the foreseeable future, so these plans need to be revised. As of December 31, 1999, more than 200 parks lack a GMP or have one that is more than fifteen years old and overdue to be replaced or substantially amended. The GMP program also supports management planning for units of the National Trails System, Wild and Scenic Rivers, Affiliated Areas and other special projects where Congress has directed NPS to prepare a management plan in cooperation with others.

The National Park Service is continuing efforts to streamline its planning function and improve services to parks and the public. In FY 2001, a small portion of the program will continue to provide a variety of planning services to meet needs defined by parks and their partners without necessarily completing all of the steps in a traditional general management plan. Linkages between general management planning and other strategic and operational planning in the National Park Service also will continue to be improved. Planning at various levels of detail will help support the performance management system developed to meet requirements of the Government Performance and Results Act.

In FY 1999, general management plans for eleven units were completed. The rate of plan completion in FY 1999 was below target primarily because of staff reductions in the Denver Service Center. The rate of completion is expected to improve as more contractors develop experience in completing GMP projects. Plans for 36 units are tentatively scheduled for completion in FY 2000 anticipating that some delays will still allow meeting our target of 25 completions. The time and cost to complete many general management plans reflects factors beyond the immediate

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control of NPS such as the increased demands for extended consultation with a wide variety of interested individuals and organizations, coordination with State and local governments, tribal governments, and other Federal agencies. The requested level of funding for FY 2001 would provide for a sustainable level of planning to meet legislative requirements.

An increase of \$500,000 in FY 2001 will support a pilot effort to complete resource assessments in the early stages of general management planning projects. These funds will fill critical gaps between resource management plans, project or implementation plans, and more conceptual general management plans. As part of the Service's Natural Resource Challenge, this additional funding for resource assessments would provide a professional synthesis and analysis of existing information concerning the park's natural systems and cultural resources in the early stages of general management planning. This synthesis would make the results of inventorying and monitoring programs more useful to park managers and assure that the full context of park resources is considered in formulation of future plans for resource management and visitor experiences. By making resource assessment a discrete, funded step in the planning process, the NPS will ensure that its plans do not overlook important information that is available about park resources. Adequate resource assessments also will form the basis for monitoring programs, help clearly define what resources need to be protected, will avoid delays in completion of general management plans, and will support informed decisions about the consequences of plan implementation. Funds requested in FY 2001 are expected to support assessments for approximately five projects and provide examples for similar work in future years.

Following is a list of general management planning projects scheduled for completion in FY 2000 and proposed work for FY 2001. This list is tentative at this time because some projects could be completed ahead of schedule in FY 2000 while others might be delayed to coordinate with schedules of other agencies, partners, or the public.

#### **GENERAL MANAGEMENT PLANS SCHEDULED FOR COMPLETION IN FY 2000**

Big South Fork National River and Recreation Area, Tennessee  
Boston African American National Historic Site, Massachusetts  
Boston Harbor Islands National Recreation Area, Massachusetts  
Colonial National Historical Park - Green Spring Unit, Virginia  
Cane River Creole National Historical Park, Louisiana  
Cane River Heritage Area, Louisiana  
Capulin Volcano National Monument, New Mexico  
Carl Sandburg Home National Historic Site, North Carolina  
Chiricahua National Monument, Arizona  
Civil War Defenses of Washington, District of Columbia  
Colonial National Historical Park, Green Spring Unit, Virginia  
Dry Tortugas National Park, Florida  
Fort Bowie National Historic Site, Arizona  
Fort Stanwix National Monument, New York  
Glen Echo Park, Maryland  
Great Egg Harbor Scenic and Recreational River, New Jersey  
Great Sand Dunes National Monument, Colorado  
Hampton National Historic Site, Maryland  
Herbert Hoover National Historic Site, Iowa  
Homestead National Monument of America, Nebraska  
Lake Roosevelt National Recreation Area, Washington  
Little River Canyon National Preserve, Alabama  
Missouri National Recreation River, South Dakota and Nebraska  
Mojave National Preserve, California  
New Bedford Whaling National Historical Park, Massachusetts  
Petersburg National Battlefield, Virginia

#### **GENERAL MANAGEMENT PLANS SCHEDULED FOR COMPLETION IN FY 2000 (*continued*)**

Redwood National Park, California

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Saugus Ironworks National Historic Site, Massachusetts  
Sunset Crater Volcano National Monument, Arizona  
Tonto National Monument, Arizona  
Vancouver National Historic Reserve, Washington  
Walnut Canyon National Monument, Arizona  
Whiskeytown National Recreation Area, California  
Whitman Mission National Historic Site, Washington  
Wupatki National Monument, Arizona  
Zion National Park, Utah

### ANTICIPATED FY 2001 GENERAL MANAGEMENT PLANNING WORK

### ONGOING PROJECTS

Acadia National Park, Maine  
Anacostia Park, District of Columbia  
Appomattox Courthouse National Historical Park, Virginia  
Badlands National Park, South Dakota  
Big Bend National Park, Texas  
Big Cypress National Preserve, Florida  
Big Thicket National Preserve, Texas  
Biscayne National Park, Florida  
Channel Islands National Park, California  
Chattahoochee River National Recreation Area, Georgia  
Death Valley National Park, California  
Coronado National Monument, Arizona  
Crater Lake National Park, Oregon  
Denali National Park, Alaska  
Devils Tower National Monument, Wyoming  
Ebey's Landing National Historical Reserve, Washington  
Everglades National Park, Florida  
Fort Davis National Historic Site, Texas  
Fort Frederica National Monument, Georgia  
Fort Pulaski National Monument, Georgia  
Fort Vancouver National Historic Site, Washington  
Grand Portage National Monument, Minnesota  
Guadalupe Mountains National Park, Texas  
Kenai Fjords National Park, Alaska  
Lassen Volcanic National Park, California  
Lincoln Boyhood Home National Memorial, Indiana  
Little Rock Central High School National Historic Site, Arkansas  
Manassas National Battlefield Park, Virginia  
Mary McLeod Bethune Council House National Historic Site, District of Columbia  
Maurice Scenic and Recreational River, New Jersey  
Mojave National Preserve, California  
Morristown National Historical Park, New Jersey  
Mount Rainier National Park, Washington  
Nicodemus National Historic Site, Kansas  
Niobrara National Scenic Riverway, Nebraska  
Pea Ridge National Military Park, Arkansas

### ANTICIPATED FY 2001 GENERAL MANAGEMENT PLANNING WORK (*continued*)

Pictured Rocks National Lakeshore, Michigan  
Pinnacles National Monument, California

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Pipestone National Monument, Minnesota  
Point Reyes National Seashore, California  
Rio Grande Wild and Scenic River, Texas  
Rock Creek Park, District of Columbia  
Santa Monica Mountains National Recreation Area, California  
Saratoga National Historical Park, New York  
Selma to Montgomery National Historic Trail, Alabama  
Sequoia-Kings Canyon National Park, California  
Sleeping Bear Dunes National Lakeshore, Michigan  
Tallgrass Prairie National Preserve, Kansas  
Voyageurs National Park, Minnesota  
Washita National Battlefield National Historic Site, Oklahoma  
Wilson's Creek National Battlefield, Missouri

### **POTENTIAL NEW STARTS in FY 2001**

Castillo de San Marcos National Monument, Florida  
Catoctin Mountain Park, Maryland  
Golden Gate National Recreation Area, California  
Lake Meredith National Recreation Area, Texas  
Little Big Horn Battlefield National Monument, South Dakota  
Martin Luther King Jr., National Historic Site, Georgia  
Navajo National Monument, Arizona  
New River Gorge National River, West Virginia  
Olympic National Park, Washington  
Petrified Forest National Park, Arizona  
Sagamore Hill National Historic Site, New York  
San Juan Island National Historical Park, Washington

Another major component of the Service's multi-year planning function is the strategic planning program which ensures the NPS and its leadership has a focused systematic approach to developing long-term strategies and the continuous organizational development needed to address changing social, political, economic, and demographic realities. This program participates in the development and implementation of major Servicewide initiatives that involve long-range planning in support of the mission and goals of the NPS. Another major responsibility for this program is ongoing coordination of Servicewide implementation of the Government Performance and Results Act of 1993 (GPRA). In FY 2000, the second *National Park Service Strategic Plan (2000-2005)* was published and distributed with updated and additional Servicewide performance goals. Servicewide information and guidance providing organizational support for a field-oriented process of GPRA implementation is provided through an updated National Park Service Field Guide to Performance Management (updated FY 2000). Annual performance plans are produced in conjunction with each fiscal year budget request cycle. Work will continue in fiscal year 2001 for Servicewide GPRA and performance management implementation through: (1) coordination of the second *National Park Service Strategic Plan* implementation, (2) preparation and/or revision of Servicewide Fiscal Year 2001 and 2002 Annual Performance Plans that parallel the budget formulation process, (3) preparation of Servicewide Annual Performance Report for FY 2000, (4) ongoing participation in preparation of Departmental Strategic Plan, and NPS Annual Performance Plans and Reports, (5) extensive coordination with five Servicewide goal groups (natural, cultural, visitors, external partnerships, and organizational effectiveness) on refinement of Servicewide goals, development of strategies to achieve goals, identification of external factors affecting goal achievement, data refinement, verification and validation, and program evaluations, (6) ongoing Servicewide training for performance management and GPRA implementation, (7) extensive coordination with Regional GPRA coordinators and support to park and programs in their implementation of performance management, (8) refinement and conversion of Servicewide electronic performance management reporting system, (9) extensive performance data analysis and evaluation, and performance data verification and validation, and (10) the ongoing refinement of

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linkages with operations, information systems, budget formulation and financial reporting systems, planning, and personnel.

### 2. Special Resource Studies.....\$2,575,000

As directed by Congress (16 U.S.C. 1a-5), the National Park Service monitors resources that exhibit qualities of national significance and conducts studies where specifically authorized to determine if areas have potential for inclusion in the National Park System. Special resource studies collect information about candidate areas to determine if they meet established criteria for significance, suitability, and feasibility as potential additions to the National Park System. These studies also evaluate alternative concepts for protection by others outside of the National Park System. The primary purposes of the study program are to provide information for Congress in evaluating the quality of potential new park units, and to encourage the protection of important resources in ways that will not impose undue pressure on the limited fiscal resources available for existing NPS units.

During the past eight years, the NPS has worked on an average of ten studies each year. Most of these have been in response to directions from Congress in specific authorizations or committee reports. Over the past 20 years only about one in every four or five studies finds that an area is eligible for inclusion in the National Park System. The study program has included many projects directed by Congress where the NPS and the community have agreed that existing programs of technical or financial assistance are preferable to the establishment of a new park with long-term management responsibilities and major funding commitments for the NPS. Experience to date has indicated that adequately funded studies help defend the integrity of the park system against expansions into areas that fail to meet established standards, while allowing for a few carefully selected new units that are of outstanding importance to the national heritage.

Public Law 105-391 enacted on November 13, 1998, updated the process for considering new additions to the National Park System. Each new study proposal is required to be forwarded to Congress and specifically authorized. The study program in 2001 will focus primarily on completing projects previously directed by Congress to evaluate important resources and find ways to protect them that do not necessarily involve Federal land acquisition or long-term commitments for management and operations by the NPS.

In FY 2000, fifteen projects authorized in previous years are scheduled for completion, with most of those studies recommending alternatives to the creation of new NPS units. The proposed increase of \$1,250,000 will support work on the fourteen new special resource study projects that were authorized in FY 2000 and are just being started within available funds. The increase is needed to cover the broad scope of work for the projects authorized in FY 2000, to begin previously authorized studies of themes and specific sites that have been deferred, and allow for work to begin on studies that are being proposed by the Administration and members of Congress for authorization in FY 2001. Following is a list of special resource study projects expected to be underway in FY 2001. This list may change during the year as additional study authorizations are provided by Congress.

#### **SPECIAL RESOURCE STUDIES SCHEDULED FOR COMPLETION IN FY 2000**

Androscoggin Valley, New Hampshire  
Angel Island Immigration Center, California  
Battle of Homestead and Carrie Furnace, Pennsylvania  
Blood Run, Iowa and South Dakota  
Champlain Valley, Vermont  
Chesapeake Bay Sites, Maryland and Virginia

#### **SPECIAL RESOURCE STUDIES SCHEDULED FOR COMPLETION IN FY 2000 (continued)**

Ferry Farm, Virginia  
Ice Age Floods, Washington, Oregon, Idaho, Montana  
Northern Frontier, New York  
Robert R. Moton High School, Virginia

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Rosie the Riveter Park, California  
Sand Creek Massacre Site, Colorado  
Saxton-McKinley House, Ohio  
Shenandoah Valley Battlefields, Virginia  
Susan B. Anthony House, New York

### **PREVIOUSLY AUTHORIZED AND ONGOING STUDIES IN FY 2001**

Anderson Cottage, District of Columbia  
Bioluminescent Bays, Puerto Rico  
Civil Rights Sites, Multi-state  
Crossroads of the American Revolution, New Jersey  
Fort Hunter Liggett, California  
Fort King, Florida  
Gaviota Coast, California  
Gullah Culture, South Carolina, Florida, Texas, Oklahoma, Georgia  
Kate Mullaney House, New York  
Loess Hills, Iowa  
Nan Madol, Mironesia  
Walden Pond and Woods, Massachusetts  
World War II Sites in Marianas  
World War II Sites in Peleiu

### **NEW STARTS SUBJECT TO AUTHORIZATION**

The Department will soon submit, in accordance with Public law 105-391, a list of special resource study areas to be considered by the Congress for authorization.

The National Park Service also is aware of several pending legislative proposals that involve studies that would have to compete with previous authorizations for available funds if enacted in FY 2000 or 2001. These studies include:

Corinth, Mississippi  
Miami Circle, Florida  
Vicksburg Campaign Trail, Multi-state <sup>1</sup>

### **3. Environmental Impact Statement Planning and Compliance.....\$2,000,000**

The National Park Service is requesting an increase of \$2.0 million and 6 FTE to enhance its ability to prepare environmental impact statements and fulfill other environmental planning and evaluations required by law. This requirement includes resource related actions and projects that do not fit within the normal scope of the construction program or the general management planning program. Management decisions on Bison at Yellowstone, deer population and control measures in eastern parks, or off-road vehicle uses where they are authorized become extremely complex and controversial.

The National Park Omnibus Management Act of 1998 and the National Environmental Policy Act (NEPA) require park management decisions to be based on a full examination of alternatives and impacts and opportunities for public involvement. Without adequate funding for environmental impact statements and accompanying public involvement, decisions are deferred or made without appropriate compliance documentation, exposing the NPS to litigation and additional costs. The proposed increase would support four major projects that are not connected to major construction or other programs and ten smaller projects each year. Funds would be used to support technically proficient project leaders to work with park based specialists in preparing complex documents, facilitate public and

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<sup>1</sup> Funding of \$500,000 provided for this study in FY 2000 will be held until the area is authorized.

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agency reviews, and help ensure that decisions are legally and environmentally sustainable. Anticipated results include better conditions for park resources, improved quality of visitor experiences, decisions that are not successfully challenged in court, and reduced costs for projects conducted under court mandated schedules.